

Message Text

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ACTION DLOS-06

INFO OCT-01 AF-08 IO-13 ISO-00 ACDA-07 AGRE-00 AID-05
CEA-01 CEQ-01 CG-00 CIAE-00 CIEP-01 COME-00 DODE-00
DOTE-00 EB-07 EPA-01 ERDA-05 FMC-01 TRSE-00 H-01
INR-07 INT-05 JUSE-00 L-03 NSAE-00 NSC-05 NSF-01
OES-06 OMB-01 PA-01 PM-04 PRS-01 SP-02 SS-15 USIA-06
SAL-01 FEA-01 ARA-06 EA-07 EUR-12 NEA-10 /152 W

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FM AMEMBASSY LUSAKA

TO SECSTATE WASHDC 4615

INFO USMISSION USUN NEW YORK

C O N F I D E N T I A L LUSAKA 3310

E.O. 11652: GDS

TAGS: PLOS

SUBJ: STRATEGY FOR INTERSESSIONAL CONSULTATIONS ON LAW OF
THE SEA

REF: STATE 298001

1. THE EMBASSY WELCOMES THE OPPORTUNITY TO BEGIN GROUND
WORK FOR THE SIXTH SESSION OF THE LOS CONFERENCE.

2. TWO MEN IN THE MINISTRY OF FOREIGN AFFAIRS APPEAR TO
BE RESPONSIBLE FOR FORMULATING ZAMBIAN POLICY ON LOS
MATTERS. THESE ARE THE PERMANENT SECRETARY, PUTTEHO
NGONDA, AND DIRECTOR FOR LEGAL AND TREATY AFFAIRS, MARCUS
MHLANGA. OF THESE TWO, MHLANGA IS PERHAPS THE MOST
IMPORTANT IN THIS FIELD. HE IS THE SOLE EXPERT ON LOS AT
THE MINISTRY. HE PREPARES THE POSITION PAPERS AND
RECOMMENDATIONS WHICH GO TO NGONDA AND THE MINISTER FOR
APPROVAL. MHLANGA IS OFTEN ABSENT FROM THE MINISTRY
ATTENDING LOS SESSIONS. IF HE REQUIRES INSTRUCTIONS
DURING ONE OF THESE SESSIONS, NGONDA PROBABLY IS THE ONE
WHO PROVIDES HIM WITH GUIDANCE. THERE HAVE BEEN NO
RECENT CHANGES IN THIS LINE UP OF KEY DECISION MAKERS.

3. ON RARE OCCASIONS, UNDER SECRETARY FOR POLITICAL
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AFFAIRS, ISAAC MANDA, WILL BECOME INVOLVED IN LOS.

HOWEVER, WE HAVE FOUND HIM NOT NEARLY AS KNOWLEDGEABLE ABOUT OR COMFORTABLE WITH LOS AS NGONDA.

4. FOREIGN MINISTER MWALE DOES NOT DEAL WITH LOS UNLESS IT IS SOME ASPECT WHICH HAS HIGH-LEVEL POLITICAL RAMIFICATIONS.

5. WE SUSPECT THAT THE MINISTRY OF MINES AND INDUSTRY MAKES A CONTRIBUTION TO DECISION MAKING ON LOS AND PERHAPS ECONOMISTS WORKING FOR THE TWO NATIONALIZED COPPER MINING COMPANIES AS WELL. WE HAVE YET TO IDENTIFY SPECIFIC INDIVIDUALS, BUT WE WILL SEEK TO DO SO.

6. THE STATE HOUSE, ACADEMIC COMMUNITY, AND MILITARY, AS FAR AS WE HAVE BEEN ABLE TO ASCERTAIN, MAKE LITTLE OR NO INPUT INTO DECISIONS MADE ON LOS.

7. MHLANGA, PRIOR TO DEPARTING FOR LOS SESSIONS, RECEIVES GENERAL INSTRUCTIONS FROM NGONDA. INSTRUCTIONS ARE LARGELY BASED ON WHAT MHLANGA, AS THE EXPERT, HAS RECOMMENDED TO NGONDA. IT IS OUR IMPRESSION THAT ONCE AT A SESSION MHLANGA OPERATES PRETTY MUCH ON HIS OWN. HE PROVIDES GUIDANCE TO THE PRINCIPALS ON THE ZAMBIAN DELEGATION AND ONLY REQUESTS INSTRUCTIONS FROM THE MINISTRY ON QUESTIONS WHICH HE FEELS HAVE A HIGH POLITICAL CONTENT.

8. IT SHOULD BE NOTED THAT, JUST PRIOR TO HIS DEPARTURE FOR THE LAST LOS SESSION, MHLANGA TOLD EMBOFFS THAT HE WAS DETERMINED TO DEFEND ZAMBIA'S INTERESTS AND NOT TO BE TAKEN IN BY NON-ALIGNED RHETORIC. WE GATHER FROM USUN REPORTING THAT HE FOUGHT HARD FOR WHAT HE CONSIDERED TO BE ZAMBIA'S INTERESTS.

9. WE BELIEVE A MIX OF VISITS BY DEPARTMENT OFFICIALS AND WRITTEN MATERIAL FOR MHLANGA AND NGONDA AND PERHAPS OTHERS YET TO BE IDENTIFIED WOULD BE THE MOST EFFECTIVE WAYS TO INFLUENCE ZAMBIAN DECISIONS ON LOS. BOTH NGONDA AND MHLANGA ARE HARD WORKERS AND WOULD WELCOME THE OPPORTUNITY TO PERFECT THEIR KNOWLEDGE OF LOS. THIS IS ESPECIALLY TRUE FOR MHLANGA. HIS EDUCATIONS COULD, IN OUR VIEW, BEST BE DONE BY WELL WRITTEN PRESENTATIONS ON LOS ISSUES. VISITS BY SENIOR LOS OFFICIALS
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FROM THE DEPARTMENT WOULD BE AN EFFECTIVE WAY OF REACHING BOTH NGONDA AND MHLANGA. ONE OR PERHAPS TWO VISITS BY SUCH OFFICIALS COULD BE USED TO SENSITIZE FONMIN MWALE AND PERMSEC NGONDA TO OUR VIEWS. THE COULD ALSO DISCUSS LOS IN DETAIL WITH MHLANGA IN A HEAD-TO-HEAD SESSION. SENIOR OFFICIALS FROM THE AF BUREAU COULD DISCUSS LOS, ALONG WITH OTHER SUBJECTS, IN CALLING ON FONMIN MWALE.

10. BILATERAL RELATIONS BETWEEN THE US AND ZAMBIA ARE GOOD AND SHOULD CONTINUE TO BE SO AS LONG AS THE US APPEARS TO BE COMMITTED TO ACTIVE SUPPORT FOR PEACEFUL PROGRESS TOWARD MAJORITY RULE IN SOUTHERN AFRICA. FURTHER, THE ZAMBIANS NEED AND WELCOME THE INCREASED AID WHICH WE HAVE RECENTLY PROMISED THEM. THESE TWO FACTORS SHOULD AFFECT POSITIVELY OUR CHANCES FOR WORKING WITH THE GRZ ON LOS. HOWEVER, WE SHOULD NOT ANTICIPATE THAT OUR AID AND THE ALIGNMENT OF OUR TWO COUNTRIES' POLICIES ON SOUTHERN AFRICA WILL MAKE ZAMBIA AMENABLE TO ALL OR EVEN MOST OF OUR POLICIES ON LOS. THEIR OWN INTERESTS WILL COME FIRST, FOLLOWED BY SOLIDARITY WITH THE NON-ALIGNED, BOTH OF WHICH CARRY MORE WEIGHT THAN US INFLUENCE. LOW

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